

The value accorded to electronic records as a reflection of information culture among selected parastatals in Botswana

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Abstract

Sound records management has always been hailed to achieve organisational efficiency and effectiveness, and to set goals. However, electronic records management remains a challenge to many organisations despite the importance of records to organisations. Given the persisting challenges, the study examined Botswana's electronic records management issues in three selected parastatals. This study investigated the value of records (behaviour and attitudes) as a reflection of information culture in these parastatals and the state of electronic records creation and capture in selected parastatals. An information culture assessment framework was used to investigate the behaviour and attitudes of employees towards records management. The study adopted a mixed method approach, in which both qualitative and quantitative approaches were applied. One hundred and one employees from the three selected parastatals participated in an online survey and were sampled through listed-based random sampling. In the mixed methods approach, the survey plays an exploratory role. Five interviews were conducted with records managers and chief executive officers' representatives. The target population was 139 respondents; 106 employees from the three parastatals participated. A questionnaire link was sent to 133 randomly selected participants; 101 responded to the survey. Five interviews were conducted out of the six targeted respondents. The study's findings revealed policies and procedures for records creation were not followed. Employees did not know the proper metadata to capture. Furthermore, the findings revealed that different behaviours and attitudes were given to records management. The attitudes and behaviour manifested in the following use and non-use of electronic records, willingness to carry out records management procedures, willingness to participate in records management training, treating records as everybody's responsibility and senior management support. The study recommends that organisations should carry out in-house training and develop strategies that ensure that employees are well conversed with records management processes and procedures to change their behaviour and attitudes towards records.

Keywords: Records management, records creation and capture, attitudes, behaviour

1. Introduction

Understanding the value accorded to electronic records is vital to records management practice. It helps organisations align records management programmes and systems to consider their employees. The value accorded records (behaviour and attitude) is assessed through an information culture framework. Electronic records and information culture have attracted interest because of the latter's utility to the former, especially in understanding people's behaviours and attitudes towards records management. This study defined information culture as the value accorded records/information and attitudes demonstrated by employees towards records/information. Franks (2013:44) argues that "information is seen as either as a genus of which records are a species or as a whole of which records are part". The words 'records' and 'information' are used interchangeably in the current study. In this study, the nexus between records and information culture lies in information culture providing an analysis of employees' behaviour in creating and capturing electronic records. McLeod, Childs and Hardiman (2011:11) indicate that in electronic records, "people issues are predominant, fundamental and challenging because they concern culture, philosophical attitudes, awareness of records management and ERM issues, preferences, knowledge and skills". Studies carried out on the subject Oliver (2008), Oliver and Foscarini (2014) and Svärd (2014) showed that the complex issues of electronic records cannot be understood to the exclusion "people issues" as they affect records management. Sundqvist and Svärd (2016) argue that many organisations still struggle with good information and records management practices despite the volume of knowledge and development in technology that could solve electronic records management challenges. Employee behaviour and attitudes have a bearing on electronic records' success in organisations. Oliver and Foscarini (2014) argue that these behaviours and attitudes become the value granted to electronic records by employees. The value given to records here means "respect for records", employees accepting they are managing information/records for information as evidence accountability purposes. Parastatals generate volumes of records daily, as public institutions need records to account for and foster corporate governance.

This study adopted the definition of parastatals as "semi-autonomous corporations set up by the government through Acts of Parliament" (Magang & Kube 2018:10). Parastatals need records management for the effective and efficient running of the business. Parastatals are mandated by the different acts that established them to keep records and they receive subvention from the government, which provides the impetus for these parastatals to keep proper records. Therefore, records are essential in aiding these organisations to account to the government and the public. Initial studies such as those by Keakopa (2007), Venson (2008), Motsaathebe and Mnjama (2009), Ngoepe and Keakopa (2011), Mothasedi (2012), Kenosi and Moathodi (2012) and Bwalya, Zulu and Sebina (2015) uncovered several challenges faced by electronic records. Among them was limited information and communication technology (ICT) infrastructure, scarce human and financial resources, lack of policies and procedures, disconnection between records management units and ICT units, lack of interest by some officers and clearly laid out strategies for management of electronic records. The studies cited above were done in Botswana and did not cover issues of behaviour and attitudes towards electronic records. Therefore, the current study adds new knowledge by identifying behaviour and attitudes towards records and its impact on records management.

This study investigated the value accorded to records in three selected parastatals in Botswana: Water Utilities Corporation, Botswana Unified Revenues Services and Botswana Qualifications Authority. In the discussion of the results, these three organisations are labelled as "Parastatal A, B and C" because of ethical considerations. The study focused on the statement of the problem, literature review and discussion of the results. The discussion of the results gives the status of electronic records management to understand the electronic records situation in the three selected parastatals.

2. Theoretical frameworks

The Information Culture Assessment Framework (ICAF) by Oliver and Foscarini (2014) assesses information culture within a records management setting. It is used in this study to understand the value accorded to records as a reflection of the information culture in the parastatals. This study focused on one construct (value accorded to records) at level one of the framework. This framework has three levels. Level I: constructs at this level consist of value accorded to records, information preferences, language requirements and regional technological infrastructure. These factors are deeply rooted in human beings and their social institutions and are very difficult to change. According to Oliver and Foscarini (2014), values accorded to records management manifest in non-use of a records management system, lack of preparedness to buy into records management policy and lack of willingness to carry out records management procedures. Level II: focuses on people's skills, knowledge and experience concerning information and the need to participate in records management training (Oliver & Foscarini 2014). Level III: the level consists of the information governance model in the organisation as reflected in the organisation's information technology and trust in organisational record keeping.

3. Statement of the problem

The value accorded to records is essential to records management practice and crucial to shaping the disposition of employees towards records in the organisation. In an organisation where the value accorded to records is clear, employees' behaviour and attitudes will align with proper records management. Oliver and Foscarini (2014) argue that despite the existence of regulatory frameworks, people in organisations show a significant difference in how they understand and respond to records management. Knowledge of the value accorded is vital to tailor-make records management programmes that can be aligned to the behaviour and attitudes of employees. Ideally, parastatals must have good record-keeping measures, as the different Acts of Parliament that established them require them to keep records. Therefore, they should be "respect(ed) for records as evidence" for accountability purposes. However, electronic records management in Botswana's parastatals faces challenges. Rakemane and Serema (2018) observed a lack of policies and procedures, poor information technology communication and inadequate security measure governing the management of e-records in one of the parastatals. In terms of behaviours and attitudes that can affect records management, Keakopa (2007) suggests that some employees in government never treated e-mails as records. At the Botswana Training Authority, Mothasedi (2012) states that some electronic records created through other systems, such as Oracle, were not regarded as records; therefore, there was no connection between other systems and Total Records and Information Management (TRIM). Previous studies Mothasedi (2012), Keakopa (2013) Rakemane and Serema (2018) highlight what relates to behaviours and attitudes that manifested in some parastatals studied; however, these efforts were not aimed at uncovering such behaviour

and attitudes. Without a full-fledged study, our understating the extent of the behaviours and attitudes and its impact on records remain limited. In order to address the problem identified, the ICAF was employed in this study to investigate the value accorded to records (behaviour and attitudes) as a reflection of information culture in these parastatals and the state of electronic records creation and capture in selected parastatals.

4. Objectives of the study

The specific objectives of the study were:

- To establish the attitudes and values that employees accorded to records
- To find out the state of records creation and capture in the parastatals

5. Literature review

The literature review discusses factors/issues affecting electronic records management, and the second part of the discussion focuses on behaviour and attitudes accorded to records management.

5.1 Attitudes and behaviour

Effort has been made to investigate the attitudes and behaviour of employees towards records management. Wang (2009) indicates employees' hostility towards information management and regarding of records management as non-essential. Studies highlighted this behaviour and attitudes within the general records management, not specifically in electronic records. Douglas (2010) conducted a study to determine what values, attitudes, beliefs and behaviours government departments in Western Australia had towards information. The study indicated that it was not well understood how the departments related to information, what value they ascribed to it, and their attitudes and behaviours towards the information, indicating a knowledge gap. Other studies that followed were (McLeod & Childs 2013); Isa, Ismail, Nordin and Saman (2015); Pan (2017) and Boamah (2018) affirm the existence of the relationship between electronic records and behaviour and attitudes. The findings cited above indicated various behaviours and attitudes; however, these efforts did not use information culture as an analytic tool, as the current study used information culture as a framework.

Earlier efforts to probe the relations between records management and behaviours and attitudes were presented by Oliver (2008) who investigated three organisations in Germany, Hong Kong and Australia. The study used information culture to investigate the value accorded to records (attitudes and behaviour). Showing successful application of the information culture, the key finding indicated that the interaction of information culture and information/records involves investigating people's action, attitudes and opinions. Based on the empirical research, Oliver and Foscarini (2014) developed the ICAF that included assessing respect for information/records as evidence. Svärd (2014) used the ICAF, with the key findings showing that the study done in the Swedish municipalities showed positive attitudes towards records. The study focused on the attitudes and did not cover behaviours of employees covered by this study, although Svärd's (2014) study was similar to the current one.

In the Botswana context, the issues of behaviour and attitudes towards records are not clearly defined and can only be gleaned and inferred from previous studies. In Botswana, studies done by Mooketsi and Leonard (2013); Bwalya et al. (2015); Mosweu, Bwalya and Mutshewa (2016)

report non-use of information systems, lack of user guidelines, information technology infrastructure, training on the system, user resistance and information preferences in the organisation they studied. These studies conducted in Botswana focused on user behaviour and the level of acceptance of electronic records. The Botswana records management landscape lacks understanding of how value accorded to records (behaviour and attitudes) displayed towards records affect their management.

5.2 Records creation and capture in Botswana

A study conducted by Thanye, Kalusopa et al. (2015) revealed that there was no recordkeeping system managing the creation and capture of architectural records at the Gaborone City Council. The authors further reported a lack of policy on what records could be created and captured to sustain the operations of the city council and of systematic records classification systems that hinder proper records capturing in the city council. Similar sentiments were shared by Tshotlo and Mnjama (2010) who pointed out the poor classification scheme of records at the Gaborone City Council. The lack of the classification system however the Gaborone City Council's only problem but a problem across government ministries.

The state of electronic records is important to understand the context of the value accorded to records (attitudes and behaviour). In Botswana, Moatshe (2014) and Moatlhodi and Kalusopa (2017) uncovered a lack of guidelines and policies for creating and capturing records. Kalusopa and Ngulube (2012) investigated records management practice among labour organisations and found that records creation and capturing were a challenge in labour organisations. The authors indicated that there were no well-defined or clear procedures or policies to guide the creation of records in most labour organisations. Furthermore, Kalusopa, Mosweu and Bayane (2021) acknowledge that knowledge of records creation and capture at the Ministry of Land and Housing were poor. Little is known of how parastatals create and capture electronic records. Some studies reported that behaviour that can affect records management, attitudinal issues and the culture that shapes these attitudes, as reported in the study mentioned above, was not thoroughly investigated.

6. Methodology

The study employed mixed methods, where both qualitative and quantitative data were collected simultaneously to have one type of information play a supportive role for the other. Three parastatals were selected using purposive sampling because they have electronic records management systems. The data were collected through interviews and online questionnaires. The target population was 139 respondents, and 106 employees from the three parastatals participated utilised Research Electronic Data Capture (REDCap). A questionnaire link was sent to 133 randomly selected participants, 101 responded to the survey and 32 did not respond, achieving an 80% response rate. Five interviews were conducted out of the six targeted respondents, resulting in an 83% response rate. One of the interviewees was not available for the interview within the scheduled time due to work commitments.

One hundred and one participants were chosen through listed-based random sampling over non-list random sampling because non-list random sampling allows for selection of a probability-based sample without the need to enumerate a sampling frame (Fricker 2016:204). Online interviews were conducted through Microsoft Teams video-conferencing because of the covid-19 lockdown. Five interviews were conducted with purposively sampled records managers and representatives

for chief executive officers at director level. Records managers were purposively selected because of their knowledge and experience, whereas chief executive officers were selected because they were accounting officers for their organisations, making their knowledge about their parastatals invaluable to the study. The quantitative data were analysed through Statistical Package for Social Science (SPSS), whereas the qualitative data were analysed through ATLAS.ti-9.

7. Findings and discussion of results

This section presents the findings and discussions and focuses on the state of records creation and capture, and behaviour and attitudes towards records management. The organisations that participated in this study are labelled "organisation A, B and C". The labels were used instead of their names because of ethical considerations.

7.1 The state of records creation and capture among parastatals

The section presents findings on records creation and capture in parastatals that participated in the study.

7.1.1 Policies and procedures

To ensure proper records creation and capturing, 39 (39%) indicated they were guided by the policy and procedures in creating and capturing records. The interviewees corroborated this by sharing that their organisations had policies and procedures governing how records were created. Policies and procedures can be regarded as a lens guiding records management practitioners in managing their records. Respondents indicated that they had a mail management policy guiding the creation and capturing of records. Organisations B and C indicated that they had an email policy. Previous studies by Keakopa (2007) and Mampe and Kalusopa (2012) carried out in government departments indicated there were no guidelines on email capturing although email was used. Similar findings were presented by Mutsagondo and Chaterera (2014) in Zimbabwe who reported that there were no procedures for systematic capturing and management of electronic records.

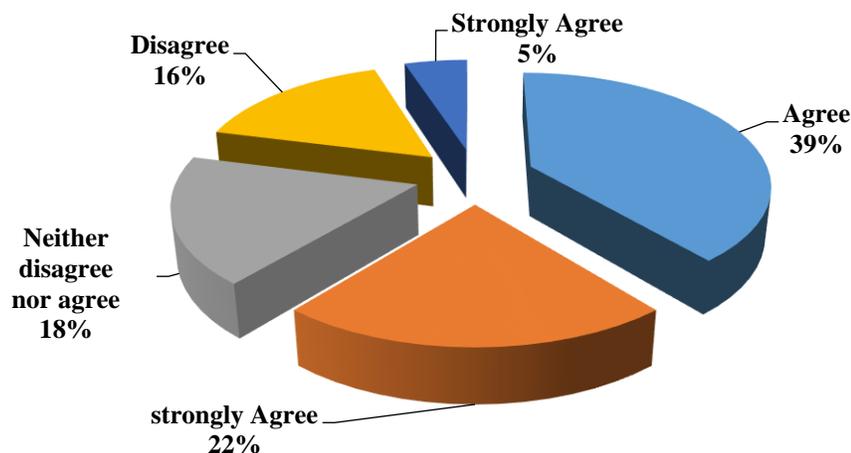


Figure 1: Policies and procedures (N=101)

All the organisations had records-capturing manuals to guide on what to capture; however, there were not used. Similarly, Tsabedze and Kalusopa (2018) found that although there were manuals

for records creation and capture, employees never referred back to the manuals or followed the policies. This not following of procedure manuals means that electronic mail was not sufficiently captured. ISO15489-1:2016(E) (2016) states that records policies and procedures manuals in organisations enhance efficiency, effectiveness and accountability. However, the lack of adherence to procedures compromises the creation and capturing of records in the study participating parastatals.

Although these policies and procedures existed in this organisation, 30% of respondents were not certain that the policies were used to enforce proper records creation and capture. There was clear communication on what was expected as 49 (50%) employees were aware of the consequences of lack of adherence to proper records creation and capture. Mampe and Kalusopa (2012) reported similar results; employees were not aware of records management procedures and this behaviour resulted in improper records handling. Furthermore, the International Records Management Trust (1999) states that policies need to be enforced and procedures need to be maintained to ensure the ongoing protection of records. However, the study could not establish whether any negative behaviour towards records was sanctioned or any measure meted out for such behaviour.

7.1.1 Capturing records metadata

The records register was pre-set to show employees which metadata had to be captured; it helped employees to create uniformity in capturing the right metadata. Metadata also ensure that the data or records are well documented and that organisations are not vulnerable to losing vital information about their data when employees leave, transfer or retire from the organisation. According to Smallwood (2013), registering a record provides evidence that the record has been created or received and captured by the record keeping system.

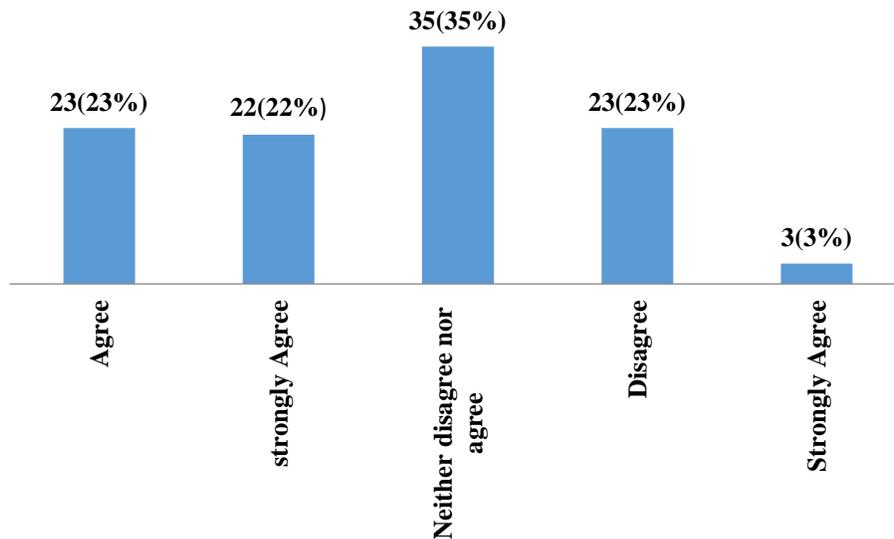


Figure 2: Employee's knowledge of metadata (N=101)

The respondents indicated that the system provided mandatory fields to capture the required metadata. It is at the stage of capturing that its contextual metadata are captured. Although there

were registers, 35 (35%) respondents were not certain of the right metadata to capture. This implies the metadata were not captured systematically even though registers guide records metadata capturing. Similarly, Porogo and Kalusopa (2021) observed that employees in the Botswana government lacked the skills to capture metadata. This suggests that records capturing were ineffective despite efforts made to ensure there was a systematic way of capturing them. Similar findings were reported by Maseh and Mutula (2016) who observed a lack of guidelines guiding proper records metadata. The implication for improper metadata capturing may affect access, retrieval, identification, authentication, tracking of documents and restricting unauthorised use.

The findings imply that these organisations faced challenges in capturing proper records metadata. This was compounded by the fact that 26 (26%) respondents were not aware of procedures for creating and capturing records but the interviewees indicated the availability of processes and procedures. Similar findings were reported by Bigirimana, Jagero and Chizema (2015) that there was no awareness of records procedures, yet the procedures were available. The authors attributed this to poor supervision. The findings show a lack of dissemination of information on electronic records processes and procedures, hence little awareness of their existence.

7.2 Value accorded to electronic records management

Oliver and Foscarini (2014) warn that the employees’ perspective of the value they accord to records may reflect the following behaviours and attitudes: use or non-use of records management system, preparedness to buy into records management policy, willingness to carry out records management procedures, and willingness to participate in records management training.

7.2.1 Use of records system

The use and non-use of the records system are indicators of employees’ behaviours and attitudes towards records.

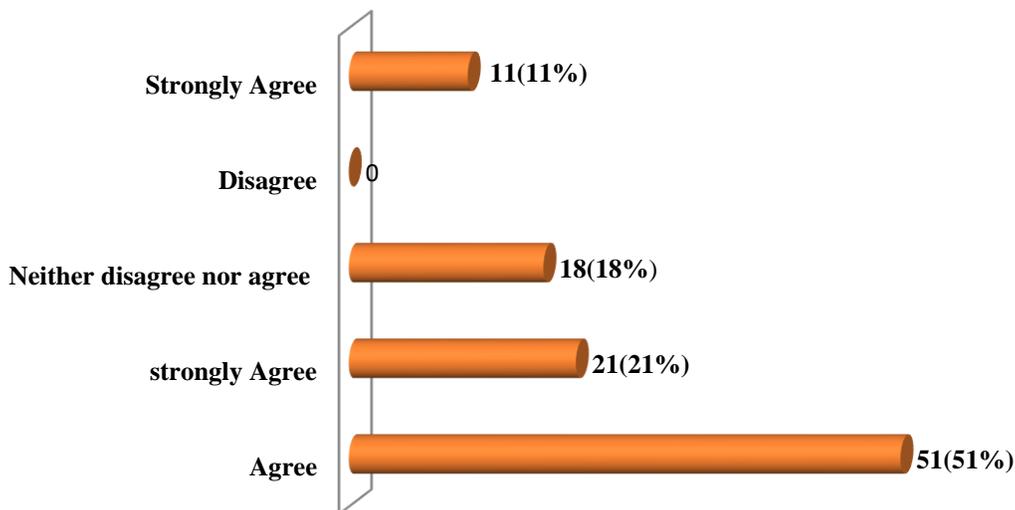


Figure 3: Use of the records system (N=101)

In the current study, most 51 (51%) respondents agreed that they used records when making decisions. However, respondents in organisation A indicated that the organisation was not satisfied

with the use of the electronic records system, mainly because the system was not deployed properly; it dictated how the business should work. For example, people were moving documents from Microsoft into the system for distribution; as such, employees moved to the Microsoft suite instead of using Enterprise Content Management. In organisation C, the respondents indicated that they experienced technical glitches; however, what compounded the lack of satisfaction with the system usage was the expensive system licence. The organisation could not buy enough licences for everybody to use the system. In the same manner, in organisation B, the respondents indicated that they were not satisfied with the use of the system because its ability to retain documents for a longer time was questionable. Similar findings were reported by Svård (2014) who found there was low usage of the records system in one municipality that did not trust the records system. In contrast, the records system was fully utilised in municipalities that expressed trust in the system. Furthermore, Mooketsi and Leonard (2013) found that in Lands Boards, employees in Botswana found the records system disappointing and frustrating; therefore, there was low usage of this system, which means few records were captured or even not captured at all in the system.

It is evident from these findings that the technical glitches, licence issues and system operation led to low usage of the records system. These factors in these parastatals bred negative attitudes toward the records system, hence impacting records management. The behaviour and attitude reflect low value accorded to records. Therefore, information culture reflected under this construct show behaviour that negates the respect for records/information as evidence. Therefore, the behaviour does not reflect an information culture that promotes records management.

7.2.2 Preparedness to buy into records management policy

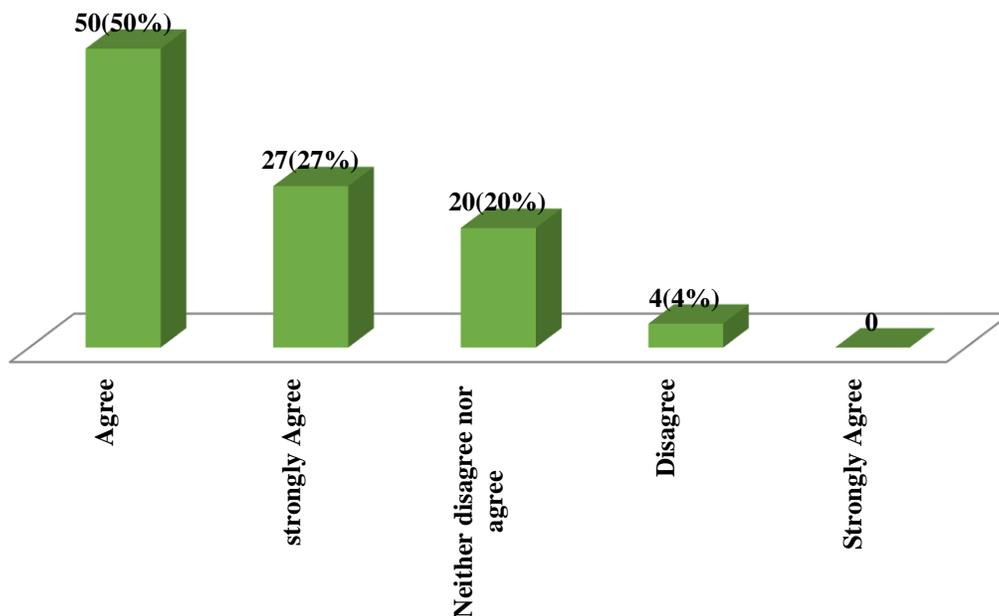


Figure 4: Employee's willingness to buy into records policy (N=101)

The purpose of the records management policy is to assign accountability to the appropriate level of staff. In the section of creation and capture above, 50 (50%) respondents indicated that they

considered records management policies and standards when handling records. In all the organisations, the interviewees admitted their organisations had an email policy, with only organisation C indicating an intranet policy and a social media policy to cover aspects of records. In terms of electronic records policy, determining willingness to follow records procedures was difficult to establish. A comprehensive organisational electronic policy was non-existent. Svård (2014) indicates that in the Swedish municipality that did not have a records management policy, the officers did not know how to handle the records generated. The lack of a records management policy also meant the officers were in full control of their records without much intervention from the archives service. The current study results imply the records were accorded low value and there were negative attitudes and behaviour. Oliver and Foscarini (2014) argue that policies shape the organisation's information culture. In this case, the studied parastatals faced insurmountable challenges of shaping or influencing the information culture of their organisation.

7.2.3 Willingness to carry out records management procedures

The success of records creation and capture was anchored on following records management system rules and processes. McDonald (2014) contends that technology itself is less important than the people who will use it and the business process it will support.

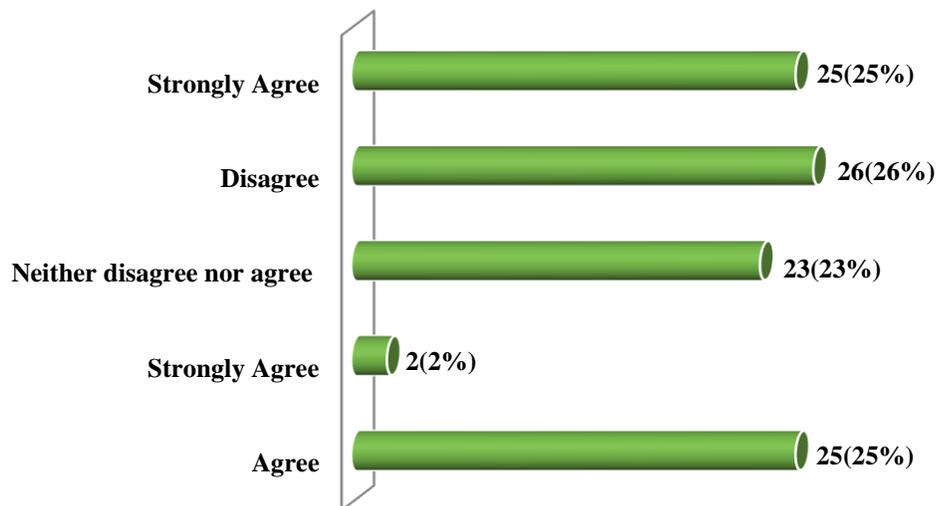


Figure 5: Willingness to carry out records management procedures (N=101)

The parastatals indicated they had electronic records procedures. Twenty-six (26%) respondents were unwilling to carry out records management procedures and 30% of respondents were not sure whether records procedures were used to enforce proper records creation and capturing. Although the respondents acknowledged that there was clear communication on what was expected, 49 (50%) employees were aware of the consequences of non-adherence to proper records creation and capturing. The respondents indicated it may result in loss of records and poor decision-making, yet they were not aware of some records creation and capturing processes and procedures. Even though there was no awareness on records procedures, the interviewees indicated the records procedures and processes were available in their intranet portal. Oliver and Foscarini (2014) indicate that following records procedures may include assigning and selecting appropriate metadata. Thirty-five percent (35%) of respondents were not certain of the right metadata to

capture. This implies that the metadata were not captured systematically in these parastatals even though there were registers to guide records metadata capture.

Similarly, Oliver (2008) observed that at an Australian university, there were policies and procedures documented that staff did not know about. This led to resistance to the system that had been implemented, resulting in the university staff bypassing systems and procedures. In the same vein, Svärd (2014) purports that not all employees were aware of records management policies and procedures in some municipalities.

In an attempt to understand the extent to which respondents followed records procedures. Respondents were asked if they ever had a case where staff members circumvented records management processes. Most respondents (36%) did not agree with the statement but the interview respondents agreed that some staff members circumvented records management processes although not often. In other instances, employees avoided electronic processes and used manual files. This was consistent with literature as Pan (2017) observed that some users in the public sector were nervous and concerned as they disliked some electronic records system functionality and worked their way around the system, which left some metadata not being captured.

Furthermore, the attempt to circumvent the processes was observed in records capturing procedures although there were mandatory fields where employees would want to choose what to complete. The circumvention in some instances manifested in employees disregarding laid down procedures. The respondents indicated that circumventing begins when a record enters the organisation. Some processes should be followed when correspondence enters the organisation until the customer is replied to; however, employees flouted these processes. The plausible reasons for circumventing might be lack of practice with the records system, for instance in organisation C, the respondents indicated that because the records management system licence was limited, even those who have been licenced ended up not using the system and forgetting the procedures. Similarly, Oliver (2008) observed that at an Australian university, there was resistance to the system implemented, which resulted in university staff bypassing systems and procedures.

The implication of lack of willingness to carry out records procedures may compromise records control in the studied parastatals. The exercise of records capturing ensures that records are accessible, controlled and managed according to policy procedures, and secured against tampering, unauthorised access or unlawful (Henriksen & Andersen 2008). The lack of willingness to follow records procedures indicates the lack of respect for records as evidence. Therefore, the value accorded to records did not support an information culture that promotes proper records management. The employees' behaviour and attitudes in the non-willingness to follow records procedures were detrimental to records management in the participating parastatals.

7.2.4 Willingness to participate in records management training

The findings indicate that 34 (34%) were not certain about their skills in records management and 39 (39%) said they never received any training in records management. As such 35 (35%), were willing to participate in records management training. Although the employees indicated the willingness to participate in records management training, respondents in organisation A said the organisation did not provide formal training but they did conduct induction and offer refresher training whenever there are changes to the system. In organisation B, the respondents indicated

they conducted annual records training sessions but had a setback for two years because the organisation was undergoing restructuring. The respondents indicated that their organisations conducted inductions. There were no systematic records trainings. Similar findings were reported by Svärd (2014) who found that municipalities did not prioritise records issues except in connection with the implementation of the new system, and employees were instructed on how to handle records in the implementation of a new system.

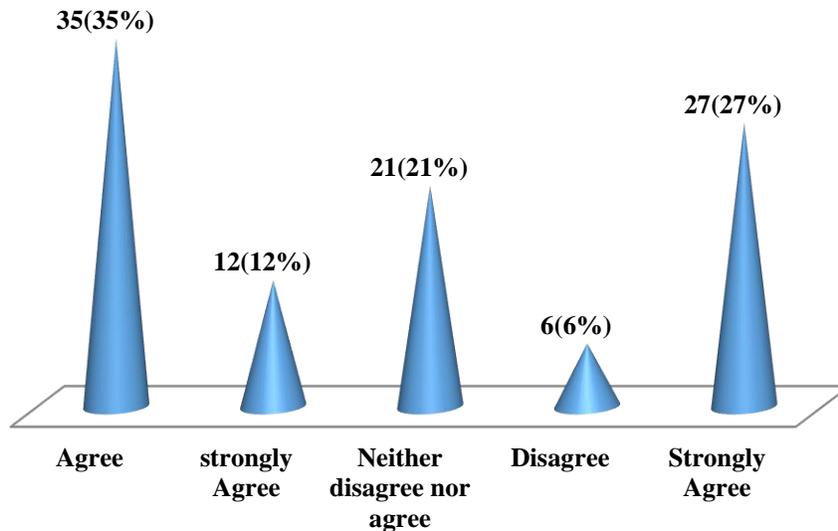


Figure 6: Willingness to participate in records management training (N=101)

Despite the lack of formal training, Wright (2013:14) acknowledges the "potential relationship between formal training offered to staff and self-perceived level of records management competency, the more training staff receive, the more staff perceive them for further training and the greater level of compliance with the records management program". Employees' willingness to participate in records management was not met with a formal or established training programme. Employees exhibited positive attitudes and behaviour towards records training. With employees willing to participate in records training, organisations can shape the attitudes and behaviour of employees. Therefore, the lack of training may mean missed opportunities if this willingness is not harnessed. Oliver and Foscarini (2014) state that people in every organisation are socialised into a particular behaviour that influences how information is perceived, created and used. Similarly, Sinha (2009) posits that organisations shape employees' work culture by putting in place supportive systems, procedures and overall support by socialising employees to unlearn dysfunctionality and learn functional work behaviour. According to the interpretation of the information culture framework, this is a positive value accorded to records management. The attitudes and behaviour reflect an information culture that encourages respect for information as evidence.

7.2.5 Records as everybody's responsibility

There is a need to understand how people view their roles and responsibilities in the records management processes. Archives of Manitoba (2021) states that good record keeping is everyone's

responsibility. As such, everybody has a duty to create full and accurate records of their actions and file or capture them in a formal records-keeping system. Professional records managers have long maintained the discipline of records-keeping. However, with the advent of technology, records-keeping moved from the records professional to the creators of the record or the end-users (Joseph, Debowski & Goldschmidt 2012).

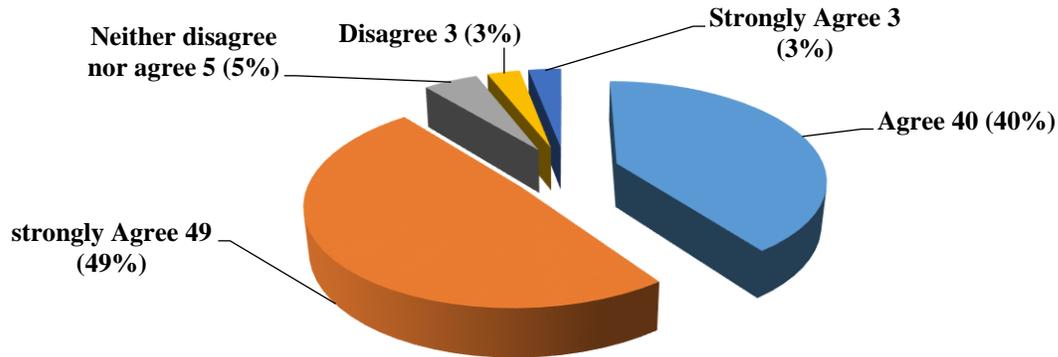


Figure 7: Records management as everybody's responsibility (N=101)

Most of the respondents (49: 49%) strongly affirmed that records management is everybody's responsibility. Similarly, the interviewees confirmed that records management is everybody's responsibility as they are creators and users of records. Furthermore, there was a strong agreement (45 respondents: 45%) with the statement "Records management is part of my responsibility". Svärd (2014) presented similar findings stating that there was the assertion that records are understood as everybody's responsibility, hence cautioned that this does not mean records management is fully understood. Oliver and Foscarini (2014) elaborates that although employees have this satisfying understanding, it cannot be assumed that this understanding is sophisticated enough to manage information. This understanding would be suitable for electronic records-keeping but it does not translate to employees understanding their responsibilities towards their role in the entire continuum of a record. The study's findings show that their understanding and awareness of records procedures, processes and mail policies was inadequate.

The study findings show that employees understood their responsibility; however, this understanding from the interviews was limited to them as creators and users. In terms of maintenance or management of records, they were limited. The respondents expressed that they cannot follow records management procedures and lacked certainty about capturing the records metadata. Understanding records as everybody's responsibility would be a positive behaviour if it was understood its full meaning, resulting in a positive attitude towards records. The value accorded to records indicates an information culture that encourages employees to take responsibility and consider that they are managing records for evidential value.

7.2.6 Management support

The ICAF recognises top management's role in enforcing the value and attitudes accorded to records. Oliver and Foscarini (2014) argue that the developmental success of records management

comes about when it is championed by somebody at senior management level. Two organisations indicated that they all enjoy some level of support and buy-in from the management.

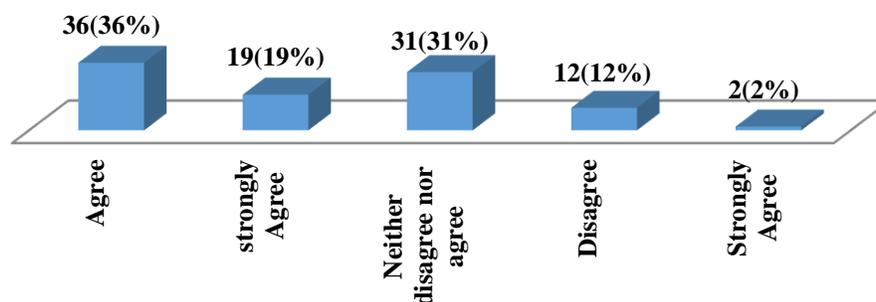


Figure 8: Organisational management support for records management (N=101)

The organisations showed different kinds of appreciation of records. Organisations A and C reported qualified staff and resourcing, and acquired Enterprise Content Management technology as the form of support they received from their management. The organisations met significant levels of investment in terms of technology and other resources. Organisation B reported dissatisfaction with the backing on the implementation of electronic records. The respondents in organisation B were disappointed with how the issues of electronic records were handled, as there was a lack of commitment from management. Furthermore, the survey indicated that 31 (31%) of the respondents were not certain whether senior management encouraged the employees to uphold rules that govern records management. Similarly, Karlos and Nengomasha (2018) and Abdullah, Yusof and Mokhtar (2019) observed a lack of support from top management in their studies that hamper records management programmes.

The findings denote that organisations A and C purported to enjoy management support. As for organisation B, the findings indicate a deficiency in records management, as similar findings were presented by Keakopa (2013) on organisation B. The author purports that there was lack of management support and strategic direction in carrying out activities to ensure proper records management in organisation B. The disposition of senior management towards records influences the attitudes and behaviours of the rest of the organisation. Douglas (2010) argues that leadership models the organisation's values that are translated into behaviours and attitudes of the organisation. Therefore, leaders build certain attributes of information culture. This study revealed the parallel disposition of senior management towards records management in these organisations. Similarly, Maseh and Mutula (2016) postulate that the attitudes towards records are demonstrated by how senior management supports records management through funding, capacity building and infrastructure development. The findings suggest that management in organisations A and C instilled positive behaviour, while in organisation B, management created a negative attitude and behaviour towards records. Throughout the study, organisation B is presented as lagging in most records development, attesting to a lack of management support. In two parastatals (A and C), senior management have shown respect for records/information as evidence, whereas in parastatal B, senior management accorded low value to records management, therefore the information

culture reflected in parastatals A and C espoused good records management practice. In parastatal B, the information culture did not embrace proper records management practice.

8. Conclusion and recommendations

The study aimed to identify the value accorded to electronic records (behaviour and attitudes) among selected parastatals in Botswana, which use electronic records. The study discovered that employees showed different behaviours and attitudes towards electronic records. Furthermore, the study found that some of the behaviour was detrimental to electronic records management, such as low use of electronics and lack of willingness to follow records procedures. These also reflected an information culture that does not accord value to records. Some behaviour and attitudes promoted electronic records management in the parastatals, such as willingness to participate in records management training, understanding records as an employee's responsibility and support from senior management. These reflected an information culture that accorded some value to records. Therefore, the parastatals did not show a uniform information culture because of various behaviours and attitudes towards records practice. The state of records creation and capture is still a challenge among parastatals. The study uncovered that employees were not aware of procedures for creating and capturing records and the correct metadata to capture. The finding of the state of electronic records creation and capture relates to adverse behaviour and attitude uncovered in the current study.

These results are significant to parastatals' records practice and point to areas that need to be worked on. Moreover, the study contributes knowledge to the records management discipline. The study results show that parastatals accord some value to the records they create and capture, consequently reflecting a culture where respect for records as evidence is upheld. However, the results indicate that parastatals still face challenges with some behaviour and attitudes towards records management. Therefore, it would be fruitful to pursue further research into strategies needed to build positive behaviour and attitudes among organisations that experience negative behaviour towards records management. Based on the study's findings, it is recommended that organisations should carry out in-house training. Organisations need to develop strategies that can ensure that employees are well drilled in records management processes and procedures to change their behaviour and attitudes towards records. The study uncovered the absence of electronic records or information technology policies. Policies are vital to shaping the behaviour and attitudes of employees. Regulatory instruments largely influence the behaviour of employees towards records. The absence of the policies could mean that records are managed on an ad hoc basis. The study recommends that the organisations should urgently promulgate information/electronic records policies to shape employees' behaviour relating to records.

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